

EDWARD BYRNE MEMORIAL STATE AND LOCAL LAW ENFORCEMENT ASSISTANCE FORMULA GRANT PROGRAM

2000-2003 Strategy

Arizona Drug, Gang & Violent Crime Control

ARIZONA CRIMINAL JUSTICE COMMISSION

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I.

EXECUTIVE SUMMARY

The 2000-2003 Arizona Drug, Gang and Violent Crime Control Strategy is an expanded continuation of the State Strategy developed in 1987 and implemented in 1988. It is built on prevention and enforcement efforts funded by Drug Control and Systems Improvement formula grant funds, with cash matching funds from sub-grantee agencies, including vital support components funded entirely with state and local funds. All are deemed critical to the orderly continuation of Arizona's balanced approach to enhancing all critical aspects of drug, gang and violent crime control prevention and enforcement.

In 1987, Arizona's legislature passed comprehensive new state drug laws, increasing penalties and adding new offenses. Coupled with the federal Anti-Drug Abuse Act of 1986, the legal, organizational and financial framework was created to provide an enhanced array of tools with which to attack drug law violations. In April, 1993, the legislature passed extensive legislation that increased threshold limits on drugs, and included a Truth in Sentencing concept that markedly changed the imposition of penalties to ensure that offenders convicted of a criminal offense actually serve most of the confinement time included in their sentences.

Since 1987, a vital goal of Arizona's many drug abuse, gang and violence control efforts has been to bring all aspects of these efforts into full participation in a coherent, integrated and improved overall program, consistent with the National Drug Control Strategy and U.S. Department of Justice Guidelines. Arizona seeks to bring about significant reductions in drug abuse, violence and gang related activities by blending the tactical activities in the supply and demand reduction categories into an effective, whole entity with principal focus on drug control, gangs and related violent crime.

The Strategy Development Process and Coordination Issues

Compilation of information and regular input from federal, state and local officials throughout Arizona, and from the public, assures the availability of current, comprehensive knowledge of Arizona's drug problems. Building on information obtained since 1987, public hearings in 1994, plus five (5) public hearings held in September 1999, the Commission has produced the 2000-2003 Drug, Gang and Violent Crime Control Strategy. This strategy is open for review in public meetings of the Arizona Criminal Justice Commission.

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Arizona's campaign against drug abuse, gangs and related violence includes various disciplines, ranging from the training and program coordination of the Arizona Drug and Gang Prevention Resource Center, the U.S. Attorney's Office, and the Governor's community-based Alliance Against Drugs, to multi-agency drug, gang and violent crime enforcement and regional demand reduction activities within the state-wide drug, gang and violent crime control strategy.

The 2000-2003 Arizona Drug, Gang and Violent Crime Control Strategy is an updated, modified continuation of the statewide strategy developed in 1987. It will combine federal block grant and state drug, gang and violent crime enforcement account funds in the overall package distributed by the Commission within the five previously approved program areas. In addition, the Strategy will continue to address the following program areas:

- criminal justice records improvement;
- reporting convictions of aliens to the Immigration and Naturalization Service in compliance with section 503 of the Crime Control Act of 1990;
- testing for the Human Immunodeficiency Virus (HIV) in compliance with the Crime Control Act of 1990; and
- compliance with the Jacob Wetterling Crimes Against Children and Sexually Violent Offender Registration Act, The Pam Lychner Act and Megan's Law.

Intergovernmental, interdisciplinary coordination and cooperation throughout the public and private sectors, essential to the success of the drug control campaign, are pursued at all levels in Arizona. It is a critical ingredient of this strategy and the statewide overall drug, gang and violent crime control strategy.

Limited state and federal resources are selectively applied to the criminal justice system in Arizona to address drug, gang and violent crime problems. These enhancements provide support to resources committed by local, county, state and federal government agencies dedicated to these activities. Federal, state and local officers work together, communicate, and coordinate efforts to maximize productivity.

The 2000-2003 Drug, Gang and Violent Crime Control Strategy is compatible with and supportive of the National Strategy in areas such as reducing drug related violence and program evaluation. Discretionary grants approved by the Bureau of Justice Assistance under the Drug Control and Systems Improvement Discretionary

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Grant program are also coordinated to support both the state and national strategies within Arizona. The High Intensity Drug Trafficking Area (HIDTA) grant program is administered by the Arizona Alliance Planning Committee, in close coordination with other anti-drug abuse programs. The Commission staff maintains communication and coordinates with these entities in carrying out the state strategy.

The Arizona Criminal Justice Commission's 19 members represent all areas of law enforcement, prosecution, the courts, corrections, and county and local government.

The Governor's Drug and Gang Policy Council's 17 members include representatives from both the Commission and the Task Force with other major participant agencies involved in health care, treatment, education, youth services, economic security, and the Arizona Drug and Gang Prevention Resource Center.

The overlapping membership of these entities and their statutory requirements ensure that Arizona maintains a close working relationship and ongoing coordination among the entities involved in the campaign against drug abuse, gangs and violence.

The state has an excellent structure for coordinating services, activities, funding, and policy level decisions that impact all aspects of Arizona's campaign against drug abuse, gangs and violent crime. the interactions between the Arizona Criminal Justice Commission, the Drug and Gang Policy Council, and the U.S. Attorney's Office's LECC encompass all entities involved in these efforts throughout the state. Arizona will make full use of these components in maintaining a cohesive, state-wide drug and violent crime control strategy that will fully support the National Drug Control Strategy and U.S. Department of Justice guidelines.

The Nature and Extent of the Problem

Arizona is one of four states designated by the Office of National Drug Control Policy (ONDCP) as part of the Southwest Border High Intensity Drug Trafficking Area (HIDTA). Six of Arizona's fifteen counties, including Maricopa and Pima counties where the cities of Phoenix and Tucson are located are included. Four major problems have been identified:

- direct influx of illicit drugs into Arizona from other countries;
- continuing drug gang activity and related violence;
- illicit drug demand and consumption within Arizona; and

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- marijuana growing and methamphetamine production.

Arizona's entire southern boundary is part of the border between the United States and the Republic of Mexico. Geographic and climatic conditions make this border an ideal location for smuggling drugs into Arizona, both for local distribution and trans-shipment throughout the United States.

Organized street gangs have set up sophisticated systems for distribution of crack cocaine, particularly in the cities of Phoenix and Tucson. Gang members are well armed, often with automatic weapons. The demand for crack cocaine remains high and continues to grow.

Marijuana, cocaine, methamphetamine, heroin, hallucinogens and other drugs are available in Arizona. Marijuana is the most frequently encountered illicit drug. Marijuana importation, normally high in the fall harvest season, is encountered year round. Violent crime, even though on the decline, is associated with drug trafficking and use.

Organized criminal gangs as well as small groups and individuals have taken advantage of remote areas in Arizona to set up methamphetamine laboratories and marijuana growing operations. These clandestine laboratories are often well protected and very difficult to approach undetected, thus resulting in more complex, lengthy and costly investigations. Easier, safer methods of production have created small "cook and run" laboratories, small enough to quickly set up, use, dismantle and move to a new location. These "cold cooking" methods eliminate the large amounts of odors and fumes previously associated with more complex labs. The smuggling of methamphetamine and its chemical components from the Republic of Mexico through existing cocaine, heroin and marijuana distribution and marketing networks has continued to increase.

Arizona's drug, gang and violent crime problems are ongoing and well documented. There is a significant amount of smuggling and drug importation activity, particularly within the six federally designated High Intensity Drug Trafficking Area (HIDTA) counties that make up the state's area of greatest need. The state also has a serious problem of illicit drug consumption by Arizonans.

Resource Needs and Gaps In Service

In 1999, Arizona has continued to focus Drug Control and Systems Improvement formula grant funds on support for 16 multi-jurisdictional multi-agency drug, gang and violent crime task forces, 15 tandem drug prosecution projects, and funding for the Criminal Justice Records Improvement and administration programs. Arizona will continue enhanced funding to the following approved program purpose areas:

- 01 Drug Abuse Resistance Education (D.A.R.E.);
- 02 Multi-jurisdictional; Multi-Agency Task Forces;
- 10 Adjudication;
- 11 Detention, treatment in prisons and jails;
- 15a Forensic Laboratories; and
- 15b Criminal Justice Records Improvement.

State funds will continue to be used to support projects which have exceeded their 48 month funding limit, based on the Commission's planning and development of this 2000-2003 state-wide strategy that supports both the National Drug Control Strategy and U.S. Justice Department guidelines.

The need for continued funding for these areas cannot be over emphasized. Arizona is below the national average in the number of law enforcement officers per capita, with 2.07 officers per 1,000 population in urban areas, compared to the national average of 2.5 officers per 1,000 population.

Priorities and Program Responses

Arizona's first priority issue is to continue to support the state-wide, system-wide, enhanced drug, gang and violent crime control effort maintained by multi-agency, multi-jurisdictional drug, gang and violent crime control task forces. The second priority issue is to support a criminal justice records improvement program that provides timely, accurate and complete records available to all criminal justice agencies. The third priority issue is to support components of the criminal justice system to ensure the system remains balanced, by supporting forensic laboratories, drug and violent offender detention and court adjudication. The fourth and final priority issue is to commit limited support for Drug Abuse Resistance Education

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(D.A.R.E.) and Gang Resistance Education and Training (G.R.E.A.T.) programs.

Using the criteria of the Office of National Drug Control Policy (ONDCP), Arizona has also identified its areas of greatest need as being within the six High Intensity Drug Trafficking Area counties. It is vital that strong, continuous pressure be maintained on drug supply reduction and related gang activities until the American people's demand for drugs, which drives the economics of the illicit drug market, can be effectively reduced.

To reduce law enforcement's supply reduction efforts prematurely will overwhelm and negate the progress and potential success of efforts to reduce demand through education, prevention, treatment and other demand reduction activities. Moreover, unless a criminal justice system-wide support approach is also maintained, the addition of partial components, such as more police officers, may serve only to overload the system and render it ineffective.

Since the first Drug Enforcement Strategy was implemented in 1988, a very productive enhanced drug, gang and violent crime control effort has been established in Arizona. The Arizona Criminal Justice Commission and Bureau of Justice Assistance have approved six program purpose areas for funding: 01 Drug Abuse Resistance Education (D.A.R.E.); 02 Multi-Jurisdictional, Multi-Agency Task Forces; 10 Adjudication; 11 Detention; 15a Forensic Laboratories; and 15b Criminal Justice Records Improvement.

These program areas are funded with a combination of Federal grant monies, state drug fine revenue and local match funds.

Multi-jurisdictional, multi-agency drug and gang task forces and their tandem drug prosecution and asset forfeiture projects, the bulk of the formula grant funded projects will continue to receive grant funding support through 2003 from grants the Commission will award annually. Other elements of the overall strategy include the Drug Free School Zones program implemented by the Arizona Attorney General's Office, several locally funded Weed and Seed projects, and Operation "Trigger Lock" through the U. S. Department of Treasury, Alcohol, Tobacco and Firearms Unit.

In FY 1998 Arizona expended \$87.5 million for substance abuse treatment and prevention services, including \$3.2 million in direct federal grants to schools, organizations and communities for projects that bypass state agencies.

The productivity of Arizona's enhanced drug enforcement projects has been phenomenal. In FY1999, cannabis increased 132% over FY1998 and cocaine seizures increased 108% over FY1998 seizures. The number of convicted drug law violators sentenced, and sent to prison and/or jail state-wide has risen every year

since 1988.

Evaluation Plan for Byrne Funded Programs

Illicit drug production, transportation, marketing, distribution and consumption is a world wide economic activity. Consumption creates inherent problems of altered behavior, addiction, and violent crime that cost Americans billions of dollars. In developing and implementing programs within the campaign against drug abuse, gangs and related violence, it is imperative that ongoing evaluations be conducted to ensure that projects:

- have a high potential for success;
- are properly implemented;
- activities are conducted in accordance with the plans creating them;
- outcome, or productivity, is of sufficient value to justify the expense; and
- outcome clearly impacts the drug problem as a whole.

Arizona's 2000-2003 Drug, Gang and Violent Crime Control Strategy addresses each of these important areas.

Several statistical indicators are used as benchmarks to measure Arizona's overall progress in its efforts to deal with drug abuse, gangs and violence. While use of such benchmarks to measure the progress of individual programs may not be appropriate, they can be used to gauge overall achievement once all aspects of the strategy have been fully implemented.

The five criteria listed above are systematically applied to each project receiving enhanced funding from the Arizona Criminal Justice Commission. Evaluation requirements for projects receiving only state funds are the same as for those receiving both formula grant and state funds. This assures that the overall program remains fully coordinated, with one comprehensive set of standards applicable to all projects.

Evaluation is conducted through a complex system that includes a comprehensive review of grant applications, monthly program activity reports, financial reports, and annual on-site monitoring and assistance visits for all sub-grantees. Reports are carefully monitored, and productivity reports are presented in

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open public meetings of the Arizona Criminal Justice Commission.

In addition, Commission staff regularly attend, and serve as presenters for, seminars and conferences sponsored by the Bureau of Justice Assistance, Justice Research Statistics Association, and other associated federal agencies involved in drug program evaluation. This ensures availability of the latest information on legislative changes, federal rules requirements and other matters relevant to drug, gang and violent crime program grant administration and evaluation.

The 2000-2003 Arizona Drug, Gang and Violent Crime Control Strategy continues to be a balanced approach that enhances the Apprehension, Prosecution, Education, Detention, Forensic Analysis, Adjudication and Criminal Justice Records Improvement programs in Arizona. Projects that are no longer eligible for enhanced formula grant funding are provided with state funds to ensure that the balance is maintained.

Since 1988, Arizona has implemented successful anti-drug abuse programs, many of which will be ongoing through 2003 and beyond. Projects within these programs are regularly monitored and evaluated to ensure that performance and operations standards are maintained. These programs evolve as needed to comply with changing laws, regulations and policy guidelines, and to meet the needs of this state. For example, Native American Tribal Police agencies are participants in three of Arizona's task forces, including the Tucson MANTIS task force, the largest and most effective task force in Arizona. Other task forces work closely with Native American police agencies in their areas.

II.

THE STRATEGY DEVELOPMENT PROCESS AND COORDINATION ISSUES

The Arizona State-wide Drug Enforcement Strategy was first developed in 1987 to meet federal requirements for anti-drug formula block grant funds and as an important ingredient in the anti-drug campaign in Arizona. The State-wide Strategy for Drug Control and System Improvement is an ongoing strategy in Arizona. The Strategy will combine federal, state, and local assistance funds in an overall package for allocation and distribution by the Arizona Criminal Justice Commission in 6 authorized program purpose areas as plans are implemented and carried out, consistent with federal guidelines and the needs of the state.

When the Strategy was first developed in 1987, extensive input was obtained from local, state, and federal officials and agencies. Meetings were held in various parts of the state with members of the criminal justice system and related professional associations. A public hearing was held to obtain input from the general public. Most criminal justice agencies in the state submitted data summary forms.

A computation of this data was used in the development of the strategy. Agencies also provided quantitative and opinion evidence in three areas: (1) drug control problems, (2) current resources devoted, and (3) resource needs. These collection efforts were paralleled by the review of related information from previous federal, state, and local reports on drug enforcement issues. The draft document was reviewed by the U.S. Attorney's Law Enforcement Coordinating Committee and then adopted by the Arizona Criminal Justice Commission, pursuant to a recommendation from the Drug and Gang Enforcement Task Force. The Commission conducted similar activities in developing the current strategy.

Five (5) public hearings were held in September, 1999 in the cities of Flagstaff, Globe, Phoenix, Tucson and Yuma, to obtain public input on the Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant Program, and to determine and prioritize the needs of the state in relation to the 26 authorized program purpose areas.

These hearings were well attended and numerous members of the criminal justice community and the public testified in general support of the state's continuation of the current strategy for Drug, Gang and Violent Crime Control. The consensus was that the strategy should be expanded to include support for Drug Courts under purpose area #10 if additional funds become available, but maintain a strong, continuing focus on projects supporting enforcement and prosecution of drug abuse and trafficking violations.

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The Arizona Criminal Justice Commission (ACJC) is a body of 19 members representing state, county, and local law enforcement, prosecution, court, corrections, and probation systems, and county and local governing bodies in Arizona. The Law Enforcement Coordinating Committee of the U.S. Attorney is a very active organization in Arizona with numerous active sub-committees that foster and promote interagency partnerships, and generate enthusiastic support and participation. Most of the members of the ACJC, their subordinates and peers, participate strongly in the Law Enforcement Coordinating Committee (LECC) activities.

The cross-pollination is extensive and assures input from all elements in developing and carrying out the State-wide Drug, Gang and Violent Crime Control Strategy. The program manager for the Edward Byrne Memorial State and Local Assistance Formula Grant Program is a member of the LECC Narcotics and training subcommittees.

The allocation and distribution of \$10 million in federal and state grant monies in five program areas (apprehension, prosecution, forensic analysis, adjudication, education, and detention) was accomplished by the Arizona Criminal Justice Commission during 1988. Allocations were based on formal application requirements, extensive analysis by Commission staff, review and recommendations by the Arizona Drug and Gang Enforcement Task Force, and finally Commission decision by vote in an open public meeting. A pivotal requirement of any grant allocation was that the project fit into and support the State-wide Drug Enforcement Strategy. In March, 1988 Arizona agencies began receiving funds under their grant contracts with the Commission, and the State-wide Drug Enforcement Strategy was implemented at the field level.

Since 1988, the Commission has allocated and distributed over \$116 million in federal and state grant monies in six program areas under the statewide drug enforcement strategy.

The Multiyear State-wide Strategy for Drug Control and System Improvement is the result of extensive activities carried out from 1988 through 1999 and builds on the knowledge generated from the 1987 strategy development. Specific information gathering activities and coordinated input have been carried out since 1988 and are refined and updated each year as needs and mandates change.

Current comprehensive knowledge of the statewide drug, gang and violent crime problem scenario is considered an essential element in the strategy refinement.

The Commission staff has carried out a continuous liaison with all federal, state, county and local authorities involved in drug, gang and violent crime control responsibilities and activities. In addition, a continuous monitoring activity of all grant funded projects, including on-site visits and review, has been carried out by the Commission staff. These two processes provide for a solid foundation of

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contemporary awareness of the illicit drug situation and related gang activities and violence. These processes also make possible periodic status reports and updates to the Commission on productivity and current trends in drug abuse, street gangs and violent criminal activity.

In October, 1988 a specific Drug Strategy Questionnaire and Current Data multi-page survey form was distributed to all law enforcement, prosecution, judicial and detention entities (federal, state, county and local) in the state with written response requested. This activity provided for input from all participants in the system. The material received from this survey was analyzed and combined with information from all other activities. A similar survey has been conducted annually since 1993 on criminal street gangs. A report on this survey was published in October, 1998.

Since 1988, the Commission staff has continually reviewed current and previous system reports generated by federal, state and local agencies in carrying out their responsibilities. National policy and federal initiatives on anti-drug abuse, gang and violent crime issues are monitored. The Commission receives periodic status reports on this material. During 1999, an extensive process was carried out, generating current input from federal, state, and local law enforcement, prosecutors, and other criminal justice personnel state-wide.

The Drug, Gang and Violent Crime Committee of the Arizona Justice Commission has conducted public hearings to obtain input from the general public. The committee recommended that the Commission maintain the previously approved authorized program purpose areas for projects eligible for funding. The Commission approved these recommendations in October 1999. All meetings of the Criminal Justice Commission, and its committees are open to the public under the provisions of the Arizona public meeting law. The committee makes recommendations to the Full Criminal Justice Commission regarding the Arizona Drug Control and System Improvement Strategy.

Ultimate success in the drug, gang and violent crime control campaign requires coordination and cooperation at all levels, including intergovernmental, interdisciplinary, and the public/private sector. All of these aspects of coordination and cooperation are pursued in Arizona. The Arizona Drug, Gang and Violent Crime Control Strategy was developed with inter-governmental, interagency, and interdisciplinary coordination and cooperation as essential ingredients. The Arizona Criminal Justice Commission, through its membership makeup, embodies this coordination/cooperation theme. In addition, the Commission and its members are active participants in the U. S. Attorney's Office's Law Enforcement Coordinating Committee, the Arizona Drug and Gang Policy Council, the Drug and Gang Policy

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Council Working Group, and numerous other coordinating elements, including the Drug Enforcement Administration Drug Diversion Group.

The development and ongoing refinement of the Arizona Drug, Gang and Violent Crime Control Strategy is a very thorough cooperation and coordination effort involving federal, state, county, and local law enforcement; federal, state, and county prosecutors; judicial system representatives; other specialized criminal justice system representatives; state, county, and local government representatives; professional associations; and the public.

The Arizona Drug, Gang and Violent Crime Control Strategy is a multi-disciplinary system-wide enhancement program with projects involving federal, state, county, and local authorities. The program funds 16 multi-agency apprehension drug and gang enforcement task forces statewide. 13 of Arizona's 15 counties have grant funded special drug and gang prosecutors in tandem with drug and gang task forces. All 16 task forces either have liaison with designated federal officers, or have federal officers assigned to the task force.

The state strategy includes an asset forfeiture project in the State Attorney General's Office, providing statewide assistance and expertise to local law enforcement and prosecutors. In addition, this unit has provided valuable and consistent assistance to the U.S. Attorney's Office in asset forfeiture activities. The strategy includes a total of 16 prosecution projects in the state. Due to task force activities and other cooperative federal, state, and local drug, gang and violent crime investigative activities, prosecutors at both federal and local levels are often involved in cooperative case decisions early in the investigative planning stages.

The system-wide balanced plan of the strategy also provides program enhancement to Arizona's judicial process, including public defenders, necessary forensic analysis projects, inmate drug testing in the state prison system, and some county jails impacted by increased enforcement efforts. Eligibility for formula grant assistance to some of these projects has expired due to the 48-month funding limitation. Since these projects are vital components of the state's balanced enhancement strategy, Arizona continues to provide enhanced funding assistance to them from the state's Drug Enforcement Account.

A key element in Arizona, in the coordination of the state/local effort with the federal effort, has been the very active and very positive program of the U.S. Attorney's Law Enforcement Coordinating Committee (LECC). This highly respected program has received committed participation by all elements of state, local, and county law enforcement entities. The personal leadership of the U.S. Attorney is a major factor in the positive relationship between state/local entities and federal

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entities in Arizona. The continuous ongoing effort includes LECC subcommittees on narcotics in southern and northern Arizona, and on training and public official integrity. A number of LECC Executive Committee members are also members of the Arizona Criminal Justice Commission.

The LECC conducts an annual Crime in Arizona Conference, a vital forum and coordination event for law enforcement officials from all levels and disciplines in Arizona. The attendance at this annual conference has been outstanding. Timely, relevant issues and potential solutions are presented and discussed by both experts in the field and those having to deal with these issues on a day to day basis.

The LECC has an active part in training federal and local enforcement officers and prosecutors to more effectively respond to growing problems with gangs and juvenile crime. Also, the LECC will continue to provide a state-wide, system-wide forum for law enforcement and prosecutive agencies in Arizona to discuss common problems, develop mutual objectives and more effectively provide their services to the people of this state.

Managers of federal, state and local agencies in the state are providing sound positive leadership and operational direction to the coordination of drug, gang and violent crime control efforts between federal and state/local activities. This coordination varies from specific investigations where cooperation and coordination bring together specialty expertise on a given case, to the more formalized interagency/multi-agency drug, gang and violent crime task forces that address specific objectives.

The practical result of this combination of planning and operational execution is coordination of state and local efforts with federal efforts that is compatible, mutually beneficial, and minimizes weaknesses and inefficiencies that may otherwise occur.

Education/prevention, treatment and community action coordination is achieved through the Arizona Governor's Drug and Gang Policy Council, and through formal and informal cooperation of many individuals dedicated to these activities. The Arizona Departments of Education and Health Services coordinate assistance to school districts, recommend criteria for chemical abuse prevention education programs, and administer the other block grant programs covered by The Anti Drug Abuse Act of 1988. Contacts are as follows; Arizona Department of Education, Lisa Graham Keegan Superintendent of Public Instruction, 1535 W. Jefferson St., Phoenix, Arizona 85007, Telephone (602) 542-4361. Arizona Department of Health Services, Dr. James R. Allen Director, 1740 W. Adams St., Phoenix, Arizona 85007,

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Telephone (602) 542-1025. Coordination also occurs, as required by statute, between the enforcement programs and the other parties in a variety of contexts.

There is also coordination through the Arizona Drug and Gang Prevention Resource Center which prepares a statewide inventory of drug treatment and prevention programs to help officials evaluate treatment and prevention resources in their jurisdictions. The Arizona Criminal Justice Commission passes through Criminal Justice Enhancement Funds for treatment services. Enforcement agencies and the Commission also coordinate in the treatment area through private service suppliers.

In Maricopa County, the Treatment Assessment Screening Center (TASC) program plays an important role in the County Attorney's Drug User Accountability Program (Do Drugs. Do Time.)

Important coordination occurs between all components of the system in supporting the Governor's Community Alliance Against Drugs which facilitates comprehensive anti-drug efforts in local communities.

The Arizona Drug, Gang and Violent Crime Control Strategy and the overall anti-drug and violence control program effort in Arizona are compatible with and supportive of the National Drug Control Strategy. The National Strategy identifies key policy elements to provide guidance to the states in their drug, gang and violent crime control efforts. A number of these policy elements are activities within the jurisdiction of the criminal justice system and are addressed in the Arizona Drug, Gang and Violent Crime Control Strategy.

The National Strategy states that the effectiveness of the strategy is gauged over time by objective performance measurements. Methods must be established to evaluate the impact of the statewide drug and crime control strategy and programs and projects instituted to implement the strategy. The Arizona Drug, Gang and Violent Crime Control Strategy has established such a capability and shall refine it as the opportunities and needs arise, based on research findings and performance measurement efforts.

Drug prevention programs to deter use by high risk populations is identified as a key program element and has an important role in reducing the demand for drugs by holding drug users accountable for their actions. The 1987 drug legislation in Arizona emphasized this aspect of drug control efforts by establishing the mandatory minimum drug fine to be assessed in all drug convictions. Under the Arizona Drug Enforcement Strategy, user accountability is a principal objective in the prosecution program and 15 prosecution projects are grant funded throughout the state.

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Arizona's state-wide, system-wide program has an extensive Drug Abuse Prevention and Treatment component, with government agencies providing \$39,776,083 in funding to 594 projects or programs for prevention, and \$44,507,106 in funding for 230 projects or programs for Drug Abuse Treatment in FY 1998. These entities do not receive Edward Byrne formula grant funding from the Arizona Criminal Justice Commission; however, many of them are funded through other federal agencies such as the Departments of Education and Health & Human Services. Their programs are evaluated in accordance with requirements of the various funding agencies that support them.

The Arizona Criminal Justice Commission is a state criminal justice agency first established in 1982 with a mission to improve the effectiveness and efficiency of criminal justice system responses to the problem of crime. The 1987 legislation reconstituted the membership of the Commission and increased the Commission's role in certain activities. Additional responsibilities were mandated by 1990 legislation. The Commission provides assistance to the system by coordinating existing efforts, performing policy analyses on problems and programs, and recommending specific policy responses when the need arises. The Commission supervises and coordinates a number of different special State and federal funds devoted to justice system improvement and distributes monies pursuant to program goals.

The Commission has an authorized nineteen members:

The Attorney General

The Department of Public Safety Director

The Department of Corrections Director

The Board of Executive Clemency Chairman

The Administrative Director of the Courts

A county attorney, a sheriff, and a police chief from a county with a population greater than 1.2 million

A county attorney, a sheriff, and a police chief from a county with a population greater than 400,000 and less than 1.2 million

A county attorney, a sheriff, and a police chief from a county with less than 400,000 in population

A member of a County Board of Supervisors

A former judge

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A Chief Probation Officer

A Mayor

A law enforcement leader

Fourteen members (excluding the five state agency officials) are appointed by the Governor and no more than seven may be from the same political party.

The Drug and Gang Policy Council was created in 1990 by legislation and replaces the Alliance for a Drug Free Arizona Interagency Committee. The Drug and Gang Policy Council is charged with the objective to foster cooperation among all state and local governmental entities, community organizations, and private groups to ensure optimal delivery of educational, treatment, and prevention programs that will reduce substance abuse by children, youth, and families. The Council is to recommend the basis for effective coordination of all State programs and expenditures for education, prevention, and treatment relating to drug abuse. The Drug and Gang Policy Council is directed to communicate regularly with the Criminal Justice Commission so that programs for drug education, treatment, and prevention are coordinated with drug enforcement and related efforts undertaken by the Commission. The council is also directed to communicate regularly with the Council on Children's Behavioral Health to collect statewide lay and professional recommendations for prevention, education, and treatment programs.

The Drug and Gang Policy Council also oversees the operation of the Arizona Drug and Gang Prevention Resource Center. The Center is mandated to collect, store, and distribute information relating to substance abuse education and prevention and treatment programs and to serve as a referral agency for law enforcement activities.

The Drug and Gang Policy Council has an authorized seventeen members:

The Governor - Chairman

- ★ The Attorney General
- ★ The Department of Public Safety Director
- The Department of Health Services Director
- The Department of Economic Security Director
- ★ The Department of Corrections Director
- The State Superintendent of Public Instruction

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Arizona Board of Regents Representative
Community Colleges Board of Directors Representative

- ★ A member of the Criminal Justice Commission
A member of the Drug and Gang Enforcement Task Force

A business community representative
The League of Cities and Towns representative

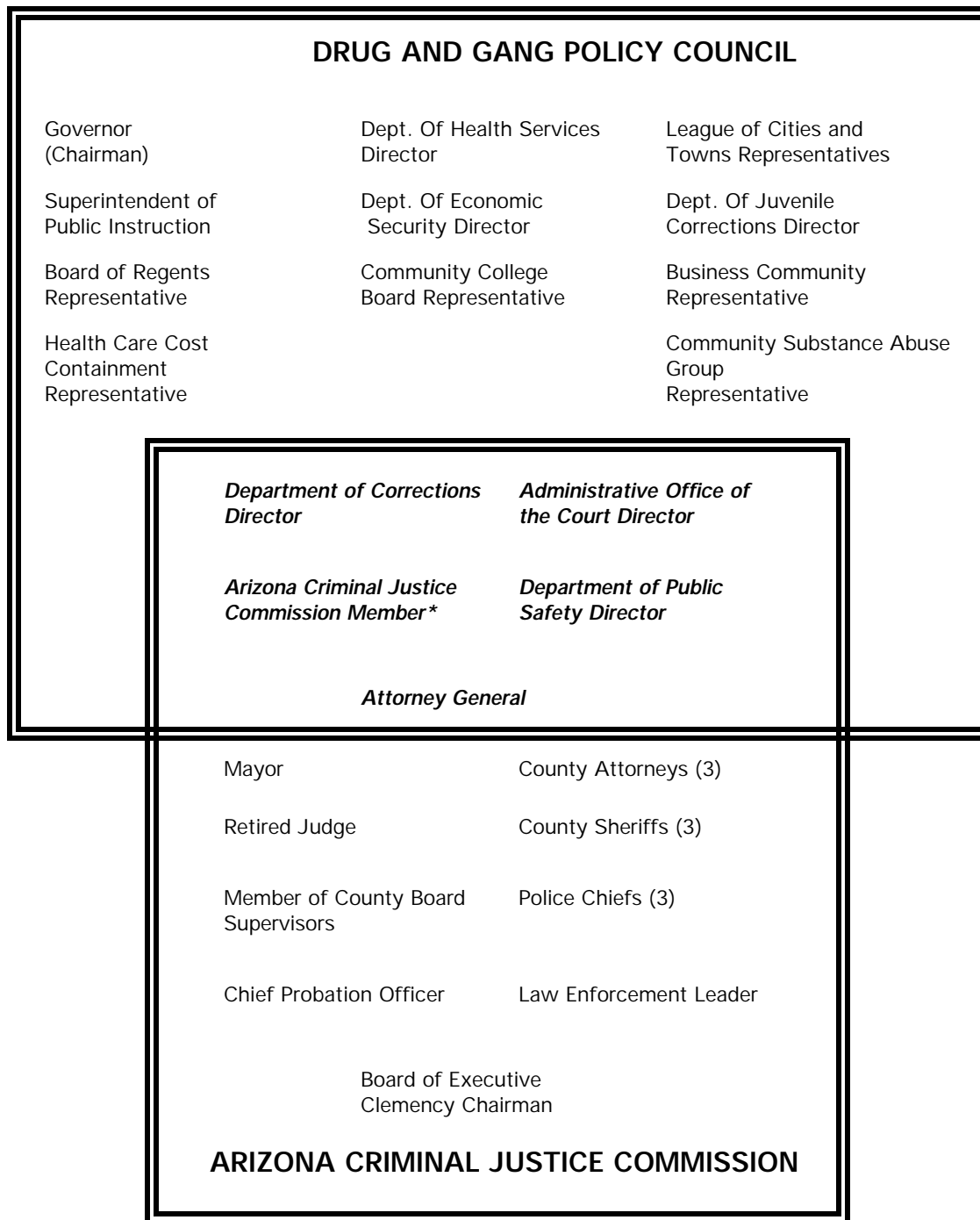
- ★ The Administrative Director of the Courts
The Health Care Cost Containment System Director

The Department of Juvenile Corrections Director
A Community Substance Abuse Group representative

- ★ *Denotes Drug and Gang Policy Council members who are also members of the Arizona Criminal Justice Commission.*

DRUG AND GANG POLICY BOARDS AND MEMBERSHIP INTERRELATED STRUCTURE

*Appointed from existing Commission members



III.

STATEMENT OF THE PROBLEM

The Nature and Extent of the Problem

Complex and insidious drug, gang and violent crime problems exist in Arizona. These three problems are interrelated. Only the four U.S. - Republic of Mexico border states face similar geographic, climatic, cultural and ethnic circumstances and conditions that contribute to the problem.

The drug, gang and related violence problems are outlined in four general descriptions:

- Arizona is the direct recipient of a flood of illicit drugs from international sources that are destined for consumers in many other states;
- Arizona is the recipient of expanding, increasingly violent drug gang activity and is a conduit for, and recipient of, illicit drugs transiting to and from major activities on the West Coast and the Southeast Coast of the United States;
- Arizona, like many other states, has its own serious illicit drug consumption by residents; and
- Arizona has become a "producer" state with marijuana growing operations and numerous clandestine methamphetamine laboratories. These four principal elements of the drug problem are not distinctly separate and they complicate the overall problem.

Arizona's geographical southern border (370 miles) is contiguous to the Republic of Mexico. Favorable year-round climatic conditions provide an environment highly attractive to constant drug smuggling activity. The topography of this east-west border includes numerous mountain ranges lying in a north-south direction, creating natural smuggling routes across the border. Three principal ports of entry on this land border are crossing points for large scale legitimate international commerce and hordes of tourists from both countries. They are Meccas for promoting international trade, tourism and goodwill. The population in port of entry communities is predominantly Hispanic, with kinfolk, business clientele and friends on both sides of the border, providing a usually unwitting, but nevertheless expedient, camouflage for drug smuggling. The land boundary between the ports of entry is either barren desert, mountains, or steep canyons, all sparsely populated. Year round climatic conditions in Southern Arizona are such that overland or airborne travel is seldom impeded

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by weather conditions. The North American Free Trade Agreement (NAFTA), has significantly increased legitimate commerce, equally increasing opportunities for international smuggling of drugs, weapons, and other contraband.

Major drug smuggling organizations based in Mexico continue to dominate the movement of cocaine, marijuana, heroin and, more recently, methamphetamine, into and through Arizona from the Mexican states of Sonora and Sinaloa. Some of these organizations have existed since the late 1960's, have familial organization and management postures, and have substantial economic resources. Many of these same groups traffic in stolen vehicles and arms from the U.S. to Mexico. Other U.S. based drug trafficking groups, of endless variety, use Arizona as a domestic forward base for their drug smuggling activities. These groups range from the very well organized who import their own illicit drugs for profit to the amateur free-lancer. Many of these groups (both Mexican and U.S. based) establish temporary or semi-permanent operational elements in Arizona to further their activities.

The importation into Arizona of illicit drugs and drug trafficking is not limited to international activity. Arizona's sunbelt geographical location, the presence of many airports, interstate AMTRAK railway stations, and an interstate highway network, also make it a key transit area for drugs and drug profits moving to and from the West Coast and the Southeast Coast (Texas, Florida), both overland and by air and rail.

Within the last 10 years, drug trafficking elements of a particularly violent nature have either expanded from the Los Angeles and San Diego areas into Arizona or have relocated some of their principal clandestine activities. Phoenix and Tucson now have substantial crack cocaine and methamphetamine distribution activities with their attendant violence.

A rapidly increasing drug trafficking problem has been the establishment of clandestine laboratories and the increased production of methamphetamine in Arizona. Although some methamphetamine production has been a part of the drug problem for several years, a substantial increase in this activity, and the concurrent rise in availability and abuse, was fully recognized in 1992 and continues to expand. Intelligence indicates producers are operating clandestine laboratories in the Republic of Mexico and smuggling methamphetamine and other drugs back across the border into the United States, or obtaining the basic chemicals in Mexico for drug production in clandestine laboratories in Arizona and other states. Small, "Table top" laboratories, cheap and easy to set up, are becoming more commonplace throughout Arizona.

Law enforcement entities (federal, state and local) consistently report that cocaine is readily available throughout Arizona. Larger quantities are available in the metropolitan areas.

Marijuana is available throughout the state. This availability has varied somewhat with the seasonal harvest periods in the past, but is becoming more readily available year round.

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Heroin is available in ounce or smaller quantities in the larger metropolitan areas and is generally less available elsewhere in the state. The importation of larger amounts of heroin from the Republic of Mexico is principally destined for the California market, other destinations include Utah, New York and Colorado.

Methamphetamine is available throughout most of the state. Seizures of methamphetamine by Arizona law enforcement agencies increased 112% in 1998 over the previous year.

LSD is available in limited quantities and is mostly found in high schools and colleges.

Federal, state and local enforcement authorities in the state estimate that substantially all of the cocaine consumed in Arizona enters from Mexico. Mexican drug trafficking organizations control the wholesale smuggling and distribution. The majority of marijuana consumed in Arizona is grown and enters Arizona from Mexico. Tucson remains the transshipment location for marijuana cargo destined for other regions throughout the United States. Substantially all of the heroin used in Arizona enters from Mexico. Some of the methamphetamine used in Arizona is probably manufactured in the state, the balance is imported from California and Nevada. Northern Arizona's Interstate route 40 is the transshipment corridor for these drugs eastward journey to other states. It is believed that LSD distributed and consumed in Arizona enters from California or the Northwest states.

An assessment of the availability, trafficking environment and role of organization by drug in the State of Arizona follows:

- **Cocaine** is readily available throughout Arizona with largest quantities available in the metropolitan areas. Crack cocaine has become very available in the inner cities of Arizona's urban areas and is continuing to appear in some smaller communities as well. The "rocks", "slabs" or "cookies" are typically sold or passed loose at an average price of \$20 to \$50 per "rock". Cocaine prices range from \$500 to \$800 per ounce. Consumption level purity range between 42% and 93% with the average of 68%.

Cocaine importation into Arizona continues to be dominated by well established Mexican drug smuggling organizations. Most of these have group elements (usually familial) based in either Tucson or Phoenix. These Mexican organizations have Colombian sources for cocaine and the Colombian influence continues to increase both in Mexico and Arizona. For example, many traffickers have switched from paying "backpackers" cash for carrying cocaine over the border to giving them a portion of the drugs in payment for their services. These small traffickers in turn sell the drugs

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on the streets of Arizona cities and towns, particularly Nogales, Arizona, in exchange for cash. Moreover, loosely organized criminal street gangs contract with major traffickers to transport illicit drugs across the border.

Mexican drug trafficking organizations control the wholesale smuggling and distribution of cocaine. A constant threat is also posed by other U.S. and/or Arizona based entrepreneurs becoming involved in cocaine importation from Mexico or South America. These groups are usually amateurs looking for the high profits and cannot handle the ultra-large quantities of the Mexican and Colombian groups. Cocaine seized in recent years along the border has been in smaller amounts than the larger quantities seized in years past. At the retail level, distributors from all ethnic types and social levels are involved. There is no dominant or prevailing type.

Crack cocaine distribution continues to be the domain of the street gangs. The Crips and the Bloods have been in Arizona for over 13 years and continue to be preeminent in crack manufacture and distribution.

- Mexican black tar **heroin** is readily available in ounce, or lesser quantities, in Arizona's metropolitan areas. Elsewhere in the state heroin is generally not available in any significant quantities. Kilo prices range from \$80,000 to \$120,000 depending on purity level, quantity (multi-kilo) and business acumen. The higher priced ounces have a purity level up to 80%. At the retail street level grams sell in a range from \$80 to \$220, depending on purity, quantity, and buyer acumen.

Wholesale heroin importation into the state is almost exclusively from Mexico. Most of the heroin smuggled into Arizona is body carried or in vehicles during rush hour when customs is inundated with workers who cross the border. Mexican smugglers historically do not typically ingest heroin smuggle, however a few cases have been reported resulting in death. Due to the geographical closeness to heroin sources in Mexico, some Phoenix and Tucson based heroin addicts make their own supply runs to Nogales and San Luis, Sonora, Mexico to obtain half-ounce and ounce quantities which, when cut, will last them for days at a time. Non-injectable heroin abuse among the young people and Native American population in on the rise in Arizona.

- **Methamphetamine** continues to become increasingly more available throughout the state and increasing numbers of methamphetamine labs are being encountered in many areas of Arizona. One sixteenth of an ounce of methamphetamine sells at a range of \$80 to \$135. At the wholesale level the prices have remained more stable, ranging from \$4,000 to \$10,000 per pound. In response to enforcement efforts and restrictions on the availability of ephedrine, hydriodic acid and other chemicals in the United States, traffickers are reportedly setting up clandestine laboratories in the

Republic of Mexico and smuggling methamphetamine back into the United States, or the chemicals to manufacture it. Once the nearly exclusive realm of outlaw motorcycle gangs, methamphetamine is now being manufactured by many diverse groups and individuals in Arizona. Moreover, the well organized traditional drug manufacturing, smuggling and marketing groups in the Republic of Mexico have become heavily involved in methamphetamine as well as cocaine, heroin and marijuana. Methamphetamine continues to proliferate across Northern Arizona, stashing it and then shipping to the Eastern States.

- **Marijuana** is the illicit drug of choice for abuse by more Arizona residents than any other drug. It is available throughout the state. Seizures average 100 to 200 lbs. each continue to be regularly intercepted at the border in "backpacks" brought across in areas between ports of entry, and concealed in vehicles crossing through the points of entry. The large, multi-ton loads seized in past years are rarely encountered. Marijuana prices at both the retail and wholesale levels remain stable. In the Metropolitan areas, common commercial grade marijuana prices range from \$350 to \$700 per pound. Law enforcement authorities estimate that 90% of the marijuana sold in Arizona is grown in Mexico. Smuggling has been constant year round, there has been no decline during the summer months as in the past.

The importation of marijuana into Arizona is dominated by Mexican traffickers including some very well established organizations of long standing. Both Mexican and Colombian marijuana is handled by these organizations on a very large scale. A major portion of the marijuana smuggled into Arizona from Mexico is destined for distribution through Arizona to other parts of the United States. With the construction of stronger barrier walls in Nogales, Arizona there has been a marked shift of marijuana trafficking activities to remote border areas.

Marijuana trafficking in Arizona is not the sole domain of the larger organizations, but includes many varieties of lesser groups based in Arizona and other parts of the U.S. From the sophisticated air smuggling operations handling several hundred kilos a trip to the amateur entrepreneur who handles a few kilos at a time, marijuana smuggling and trafficking in Arizona is a study in variety and opportunism. At the retail distribution level all ethnic and socioeconomic types are involved.

Cultivation of marijuana within the state has normally been limited to small plant plots in remote areas of rural counties in the central or northern part of the state.

- A measurable abuse problem exists among Arizona's teenagers for **Jimson Weed** and **LSD**, abuse of these two illicit drugs continues to show an upward trend. Very few seizures and/or arrests on LSD cases have been made by law enforcement authorities.

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The drugs are apparently readily available and inexpensive. Best available intelligence information indicates LSD is imported into Arizona from California.

Starting in 1988 Arizona recognized the need to implement a methodology for assessing the size of the problem, the impact of anti-drug abuse efforts, and trends in drug use. The Arizona Criminal Justice Commission (ACJC) completed and published ***Drug Use in Arizona, A Survey of High Schools, Colleges, and the Public***. The results of that survey supplied baseline measures showing that Arizona's situation paralleled the national experience in many regards. The Survey was conducted again in 1990, 1991, 1993 and 1995. ***The Substance Abuse and Public School Students in Arizona - 1997*** report published by the Arizona Criminal Justice Commission, provided additional indicators on drug abuse trends and the possible impact of anti-drug abuse efforts in Arizona.

The 1997 survey revealed that among elementary students(grade 3 through 6) surveyed, the percentage of students reporting use of the surveyed substances (alcohol, marijuana, cocaine, methamphetamines, inhalants, hallucinogens and tobacco) ever increased from the 1995 survey except for alcohol. In 1997, 8.2% of the elementary students reported using marijuana, compared to 5.6% in 1995, and only 1.7% in 1991. Reported use of alcohol has decreased among elementary students from 39% in 1991 to 1997.

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Generally, girls are less likely to have used any of the surveyed substances. The relationship between receipt of drug education and reported use of drugs, indicate that in general, those students who have received drug education are slightly less likely to report the use of marijuana than those who have not received such education.

There is also a strong relationship between attitude towards school and reported use of drugs. Those students who report not liking school are significantly more likely to report use of all drugs than those who report that they like school. Those students who report doing well in school in terms of grades are also significantly less likely to report using any drug than are those who report low or failing grades.

Junior high/middle school students (grades 6-8), reported use of alcohol, marijuana and inhalants has increased significantly from 1995 levels. In 1995 19.1% of junior high students surveyed reported using marijuana at some time in their in their life compared to 25.8% in 1997. Males are slightly more likely to report use of drugs than females. However, the differences between the sexes are much smaller for these older students, with the only significant differences being for smokeless tobacco.

The survey asked questions about coming to school under the influence of drugs or alcohol as well as the use of these substances while at school. Over 15% of junior high students reported having come to school under the influence at least once. In addition, 12.25% state that they have actually used drugs or alcohol while at school.

In terms of the effect of drug education on substance use, junior high students who reported having received drug education are significantly less likely to report use of drugs, except inhalants. As with the elementary students, those junior high students who report that they do not like school and/or get poor grades are significantly more likely to report use of drugs.

Among high school students (grades 9-12), the percentage of students who report use of drugs have increased over 1995 levels for all substances except for depressants, narcotics and steroids. Although some of the increases are small, the percentage of high school students reporting use of marijuana was 44.1% in 1995 compared to 47.4% in 1997. Reported use of inhalants among high school students increased from 19.2% to over 25% in 1997.

Among high school students, females are slightly more likely to report use of drugs except for smokeless tobacco, narcotics, hallucinogens and steroids. The differences are very small except for smokeless tobacco which is predominantly used by males.

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One-third of high school students reported that they have attended school at least once under the influence of drugs or alcohol. In addition over one-quarter of the high school students report having used alcohol or drugs while at school.

Like junior high students, the overwhelming majority (75%) of high school students who report using drugs feel that it has no effect on their attitude toward school. Fewer than half of all high school students surveyed expressed disapproval of the use of drugs or alcohol by their peers.

High school students who report having received drug education are less likely to use any of the surveyed substances than are those who report not to having received such education. As with younger students, high school students who do not like school, and/or do poorly in terms of grades, are much more likely to report using drugs or alcohol.

There has been a reported decrease in gangs from 1996 to 1997. The law enforcement agencies reported the following number of gangs by type: 59 Black; 378 Hispanic; 78 Native American; 55 White; 17 Motorcycle; 8 Asian; 11 Female; 94 Multiracial; 1 other gangs; for a total of 701 gangs in Arizona. The most significant gangs identified in Arizona are Wetback Power, Westside City Crips, and Barrios Libre.

Many of the identified street gangs are involved in drug trafficking. The primary drugs reportedly dealt by these gangs include: Black (crack cocaine, cocaine, speed); Hispanic (marijuana, crack cocaine, cocaine, speed); Native American (hallucinogens); White (speed, marijuana, crack cocaine, cocaine and heroin); Motorcycle (speed, crack, cocaine).

GITEM the state Gang Task Force made 5,285 street gang-related arrests of juveniles and adults in FY 1999. GITEM reported seizing a total of 97 weapons.

In 1997 the most frequent misdemeanor offenses charged against street gang member were assault, criminal damage, disorderly conduct, threatening and intimidation, and weapons offenses. The most frequent felony conviction offense for street gang members were aggravated assault, criminal damage, burglary and drug offenses.

The most frequent misdemeanor conviction offenses for street gang members were criminal damage, assault, disorderly conduct and, threatening and intimidation. The most frequent felony conviction offenses for street gang members were aggravated assault, criminal damage, burglary, and drug offenses.

In 1997, 490 street gang members were on supervised probation. A total of 91 street gang members successfully completed probation, while 320 street gang members had their probation revoked for either a technical or non-technical violation.

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The **1997 Arizona Public Schools Substance Abuse Survey** included 3,946 junior high/middle school and high school students, primarily covering grades 7-12, including sixth graders attending junior high/middle schools. Overall, 6% of students said they were gang members and 3.4% said they wanted to be a gang member. Note here that gang member really means "professed or self-admitted gang member." 32% of students said they knew a gang member from the neighborhood.

In 1991 the U.S. Department of Treasury, Alcohol, Tobacco and Firearms Division, began working with agencies in the greater Maricopa County area to design and implement what has become the Gang Resistance Education And Training (G.R.E.A.T.) Program. The program's primary goals are to reduce gang activity and educate a population of young people as to the consequences of gang involvement. Focusing on 7th graders, the program is designed to help them become responsible members of their communities by setting goals for themselves, resisting pressures, learning how to resolve conflicts, and understanding how gangs impact the quality of their life. G.R.E.A.T. is an 8-week program, culminating with a certificate of graduation, a new philosophical outlook concerning gang activity, and the tools needed to resist gang pressure.

The link between drug trafficking and violent crime is readily apparent. The link between drug abuse and violent crime is not so clearly defined but the demand for drugs generates aberrant behaviors and activities that contribute directly to violent crime occurrences.

Illegal drug trafficking not only violates drug laws, but involves criminal offenses such as racketeering, conspiracy, corruption of public officials, homicide, crimes involving firearms, auto theft, tax evasion, child abuse, and property crimes. The proliferation of weapons that accompanies drug trafficking escalates violent crime. The 16 drug enforcement task forces funded by grants from the Arizona Criminal Justice Commission seized 4,516 firearms while making 34,841 arrests in the 135 month period from April, 1988 to June, 1999.

In 1998 a total of 26,281 violent crimes were reported and 8,734 arrests were made for violent crimes in Arizona. Violent crimes accounted for 8.7% of the total crime index. Aggravated assault accounted for the largest incidence of violent crimes with 16,963 offenses. There were 7,548 robberies reported in Arizona in 1998 and 1,568 persons were arrested for robbery. Juveniles accounted for 34.94% of the robbery arrestees. Firearms were used in 3,068 (40.9%) of the robberies. There were 16,963 aggravated assaults reported in Arizona in 1998 and 6,674 arrests were made for aggravated assault. In addition, 52,379 simple assaults were reported in 1998. Simple assaults is differentiated from aggravated by the seriousness of the injury and weapon used.

STATE-WIDE DRUG AND VIOLENT CRIME ARRESTS

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1994 - 1998

	CY 1994	CY 1995	CY 1996	CY 1997	CY 1998
Drug Possession	16,753	19,120	20,459	22,467	23,565
Drug Sales	4,790	5,463	4,865	5,387	5,336
Violent Crime	9,602	9,864	9,592	9,509	8,734

Source: Uniform Crime Report (UCR)
Data Includes Juveniles
CY = Calendar Year

Drug trafficking and abuse, gang and violent crime problems in the State are further defined with an analysis and description of the greatest problem areas.

The Phoenix metropolitan area has 58.9% (2,806,100) of the total state population. This metropolitan area is located within Maricopa County (9,226 square miles) in the central portion of the state. Within this metropolitan area the city of Phoenix, with an estimated 1999 population of 1,220,710, is the urban hub. Principal suburban cities in the metropolitan area are Mesa (361,895), Tempe (159,220), Glendale (196,820) and Scottsdale (195,495). This metropolitan area is located approximately 120 air miles from the U.S.-Mexico border and is the approximate mid-point in the state on Interstate Route 10.

The Phoenix metropolitan area continues to be a fast growing sunbelt area. Population of the area increased approximately 26% from 1980 (1.5 million) to 1986 (1.8 million), and approximately 50% to 2.8 million by 1999. This type of sustained growth places an intense burden on all public services, making it difficult to maintain quality performance, especially in the realm of law enforcement and its related criminal justice system components.

The area contains population groupings as diverse as the Sun City retirement communities (50,000+ population), Arizona State University (enrollment of 45,000+), the major resort attractions of Scottsdale, the small agriculture based communities on the edge of the metropolitan area, inner city depressed neighborhoods, and large, widely dispersed, rapidly growing suburban neighborhood areas.

In 1998, 58.73% (5,130) of the 8,734 violent crime arrests and 54.83% (15,879) of the 28,901 drug violation arrests in the State of Arizona were in the greater Phoenix area.

Illicit drug trafficking, drug abuse, gang and violent crime problems in the Phoenix metropolitan area readily identify it as the area of greatest need in the state. The population and the arrest figures for gang related violent crime and drug violations clearly justify this assessment.

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Drug availability and use in the Phoenix metropolitan area are both substantial. All law enforcement entities (federal, state, and local) report that cocaine, marijuana and methamphetamine are readily available in the area. Heroin availability in the state is greatest in this area. LSD is available in limited quantities. The availability of crack cocaine and methamphetamine has continued to grow.

Wholesale cocaine and marijuana imports to the area, as well as trafficking, are dominated by Mexican ethnic organizations with Mexico based sources, often with familial ties. The exception to this is the crack cocaine industry which is the domain of street gangs. The availability and abuse of crack cocaine and methamphetamine, have increased within the city of Phoenix and surrounding communities.

The Tucson metropolitan area has an estimated 9.95% (474,225) of the total state population. This metropolitan area is located in Pima County in the southern part of the state. Rural Pima County includes a 120 mile stretch of the border between the U.S. and the Republic of Mexico. The Tucson metropolitan area, lying approximately 55 air miles directly north of the border, is located on U.S. Interstate Highway 10, running east and west, and U.S. Interstate 19, running from the U.S. - Mexico border. It is an extension of the principal west coast highway in Mexico which runs north to the U.S. The Tucson area is a significant commercial trade and tourism center for large numbers of visitors from Mexico and contains a busy international airport. All highways and principal roads from the U.S. border with Mexico, in southeast and south central Arizona, feed into the Tucson metropolitan area.

In 1998, 19.38% (1,693) of the 8,734 arrests for violent crime in Arizona occurred in the Tucson metropolitan area. This area accounted for 28.46% (8,226) of the 28,901 drug violator arrests in Arizona.

The Tucson area's portion of drug, gang and violent crime arrests for Arizona, its portion of the state population, and its location near the U.S. - Mexico border, fully justify its designation as a high priority problem area.

Drug availability and drug use in the Tucson metropolitan area are significant. All law enforcement entities (federal, state, and local) report the ready availability of both cocaine and marijuana. Heroin is available in Tucson and its nearness to the border makes heroin easily obtainable for users. Crack cocaine availability has increased significantly, as has the availability of methamphetamine in the past year. Illicit drug prices in this area are reported to be slightly lower than in the Phoenix area. Generally the price difference is insignificant.

The Tucson area is literally a staging area for large quantities of both cocaine and marijuana smuggled from Mexico at various points along the Arizona-Mexico border.

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Historically, and currently, drug smuggling organizations continue to maintain stash houses in the Tucson area to receive loads of smuggled drugs from Mexico.

They are subsequently disbursed throughout the U.S. by various means of transportation. Most of these smuggling organizations are managed by Mexico based heads with familial operational elements located in Tucson. The Tucson area is also attractive to other U.S. based drug trafficking groups which use the area as a domestic forward base for their smuggling operations from Mexico.

Arizona has a contiguous land boundary of approximately 350 miles with the Republic of Mexico. Almost 200 miles of this boundary, in the southwest area of the State, is literally uninhabited except for a 50 mile stretch of the very sparsely populated Tohono O'odam Indian Reservation. The remaining 150 miles of the border, in the southeast part of the state, consists of mountain ranges and valleys lying north-south across the east-west border line. Three principal communities with major ports of entry and highway crossing points (Yuma area, Nogales and Douglas) are located on this border. In addition, several very small communities and secondary road border crossing points (Naco, Sasabe, Lukeville) are on the border in rural areas.

This international border creates an environment of international commerce, tourist traffic and opportunities (both licit and illicit) for commercial enterprise that are enhanced immeasurably by the strongly contrasting economic conditions in the U.S. and Mexico. The constant movement of thousands of illegal immigrants from Mexico to the U.S. across this border is historically documented and an important factor. The well documented demand for illicit drugs in the U.S. and the supply posture of Mexico are pivotal factors in creating the ongoing drug scenario of the Arizona border counties. The ongoing financial crisis in Mexico, with continuing devaluation of Mexican currency, further exacerbates this problem.

The far southwest corner of the state includes Yuma County and the city of Yuma (population 68,160), which is 25 road miles from the border crossing point of San Luis. This southwest corner also contains a 20 mile stretch of the Colorado River running north-south which is actually part of the border between the U.S. and Mexico. At the closest point Yuma is only 5 miles across the river from Mexico. The City of San Luis Rio Colorado, Sonora, Mexico is across the border at this point and has been a historically notorious staging area for large scale drug traffic enroute to Arizona or through Arizona to California.

The city of Nogales, Arizona, with a population of 21,205, is located on the border in Santa Cruz County, 61 road miles directly south of the Tucson metropolitan area on Interstate 19. This port of entry handles very large scale legitimate commercial activity between the U.S. and Mexico, as well as hordes of tourists from both countries on a year round basis.

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The international border separates the city from its much larger southern part, Nogales, Sonora, Mexico, with an estimated population of over 250,000.

Douglas, Arizona is located on the border in Cochise County, in the far southeast corner of the state, 121 miles from the Tucson metropolitan area. On the border 25 miles west of Douglas is the border crossing of Naco, Arizona. In the last few years this area of the Arizona-Mexico border has become a very hot spot for large scale cocaine and marijuana smuggling.

Pima County contains two border crossing points in the remote, sparsely populated southwestern part of the State. Paved two-lane highways cross the border at Sasabe (68 miles from Tucson) and at Lukeville (146 miles from Tucson and 120 miles from Phoenix). These remote border areas, with good highway access, have been active drug smuggling routes since the early 1970's.

All of these border counties face similar circumstances in confronting the drug problem. The drug smuggling activities into the state, both large scale and smaller, are year round endeavors because good climatic conditions prevail. The smuggling generates local area criminal involvement and a variety of supporting mechanisms, including criminal street gangs. The local police and sheriffs' departments are relatively small units with continuous funding limitations. The easy access to illicit drugs generates local community drug abuse problems. The international drug smuggling activity that takes place in these border counties is very large scale and the drug loads are generally destined, through the counties, to Phoenix and Tucson and other points throughout the United States.

All of these factors make the border counties a high priority in the statewide drug strategy and one area of greatest need. This is also recognized by the Office of National Drug Control Policy having designated the area as part of the four-state Southwest Border High Intensity Drug Trafficking Area (HIDTA).

It is critical to closely watch drug smuggling in the border areas. The level of activity is an important component for measuring nation-wide demand for these drugs. As long as the demand remains high, funding support for local, multi-agency, multi-jurisdictional drug task forces, and their prosecution and other system support mechanisms, must be maintained as a significant component of the overall federal, state and local drug, gang and violent crime control effort.

Cases are frequently referred to local task forces and prosecutors by federal officers. Without enhanced funding support, local agencies will be unable to handle such cases, or to continue operation of enforcement activities anywhere except in their own jurisdictions, dealing only with the problems that primarily impact the local residents who must pay for their

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law enforcement services. The combined effects of the federally funded multi-agency, multi-jurisdictional drug, gang and violent crime task forces and their support prosecution projects allow them to much more effectively address both international & interstate drug trafficking and local drug, gang & violent crime problems as well. They are a major component of Arizona's state strategy, particularly in these border areas.

Resource Needs and Gaps in Service

The Arizona Drug, Gang and Violent Crime Control Strategy was first conceived in 1987 to apply enhancements to all principal aspects of the criminal justice system in a balanced approach, with no key element overloaded by increased enforcement activities, and to fill gaps in necessary services. The Drug, Gang and Violent Crime Control Strategy is a refined, expanded continuation of previous drug control strategies that have followed an orderly progression, culminating in an enhanced state-wide, system-wide drug, gang and violent crime control strategy that supports the National Drug and Violent Crime Control Strategy, Justice Department Guidelines, and the programs and projects that best meet the needs of this state, including those that no longer qualify for federal funding.

Arizona has relied heavily on State Drug Enforcement Account funds generated from fines levied against those convicted of drug law violations. These funds have been used to match federal monies and to continue support for critical components of the state's balanced drug enforcement effort that have passed their 48-month federal funding limitation. These funds are limited, by statute, to enhancement of efforts to investigate, prosecute and punish drug law violators.

● ***Prevention***

Prevention needs in Arizona are addressed through a wide network that includes the Drug Abuse Resistance Education (DARE) Program, other public health and educational institution activities, private health services providers and others. Unfortunately, the demand for illicit drugs remains high. As with many in the United States, significant numbers of Arizonans are not receiving prevention information to the extent required, or in a manner that is effective enough to eliminate their demand for illicit drugs.

There has not been a sufficient groundswell of demand for the amount and type of resource funding that will effectively accomplish this goal. While law enforcement and criminal justice have a responsibility to help educate people about the deleterious effects of illicit drug use, and impose sufficient sanctions to help deter people from using them, the primary responsibility lies with parents, families, other caregivers and communities to take a solid stance against drugs, and adopt and maintain the position that drug use is just not acceptable.

Finally, the national will to truly solve this problem must be strengthened enough for voters to strongly support the level of funding required for development, implementation and evaluation of effective prevention (and treatment) strategies. Prevention must not only prevent those who have never used drugs from trying them, it must also prevent those who have tried and abused them from returning to these destructive activities.

In working with the Arizona Drug and Gang Prevention Resource Center and the Arizona Drug and Gang Policy Council, the Arizona Criminal Justice Commission has an active, involved part in the development and evolution of Arizona's prevention programs, and in coordinating those programs with others funded under the Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant Program.

● ***Law Enforcement***

The Commission has expanded the Edward Byrne Formula Grant Program to include a greater emphasis on criminal street gangs and related violence, while continuing to focus on the much needed drug abuse and trafficking control effort in Arizona, in those areas of critical need. If resources maintaining pressure in the drug enforcement and the supply reduction area should be quickly shifted to demand reduction, it would create a tidal wave of incoming drugs from the Republic of Mexico that would quickly inundate the entire nation before an effective demand reduction effort could take effect. Arizona will continue to maximize its limited resources to reduce the potential for such an occurrence.

The number of sworn law enforcement officers state-wide in Arizona is below the national average, particularly in urban Maricopa and Pima Counties which are identified as top priority areas in the State Drug, Gang and Violent Crime Control Strategy. State-wide in Arizona, the officer to inhabitant ratio is 2.07 officers per 1,000 inhabitants, while the national average is 2.5 officers per 1,000. The Community Policing Hiring Program has helped to alleviate this problem in some communities; however, without corresponding support for the other critical components of the criminal justice system, such as courts, prosecution, public defenders, etc., such additions may have limited impact on the overall problem.

- ***Adjudication***

Drug, gang and violent crime cases continue to be increasingly complex to prosecute. The need for more specialists in many areas is evident. These cases often require extensive commitments of time. Many prosecutors' offices are not sufficiently staffed or supported for existing caseloads, much less for the increase generated by enhanced drug and violent crime enforcement. The sheer volume of cases encourages plea bargains and higher charging thresholds in a vast majority of cases as expedient measures.

As caseload statistics demonstrate, Arizona courts face ever increasing burdens. In Maricopa County alone, there are 71 Superior Court Divisions. The "one judge per 30,000 population formula" in the Arizona State Constitution requires Maricopa County to have 93 Divisions. Enhanced drug, gang and violent crime enforcement and prosecution continues to have a major impact on this element of the system. The Arizona Drug, Gang and Violent Crime Control Strategy will continue to include enhanced resources for the adjudication element, funded entirely with state monies from the Drug Enforcement Account. The existing adjudication program is past its 48-month limit for federal formula grant funding. If additional resources become available, a new program may be implemented under Authorized Program Purpose Area 10 to support Drug Courts.

- ***Corrections and Treatment***

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Prison overcrowding is a highly visible issue, yet the present incarceration population is close to the level predicted fourteen years ago. Funding for additional prison space and alternatives to incarceration are critical resource needs. A similar situation exists for Arizona's fifteen county jails. Enhancements to two Arizona Detention Program projects will continue to be funded with state monies from the Drug Enforcement Account.

Adult Drug Offense Arrests have increased from 13,246 in 1988 to 23,463 in 1998, an increase of 77.13%. Juvenile Drug Offense Arrests increased from 1,901 to 5,438 (186%) during this 10-year period. The relationship between alcohol and drug abuse, gangs and violent crime have clearly been shown in Arizona. The City of Phoenix is one of several Arrestee Drug Abuse Monitoring (ADAM) program sites in the United States. Their data show consistent evidence of polydrug usage in both juvenile and adult arrestees, male and female.

Efforts have been initiated by several Arizona County Sheriff's Departments, the Arizona Department of Juvenile Corrections and Arizona Department of Corrections to provide some form of anti-drug and alcohol abuse treatment. Most of Arizona's 15 counties have neither the funds nor the physical space to conduct in-depth treatment activities for jail inmates. Several county jails manage to hold periodic Alcoholics and/or Narcotics Anonymous meetings, and the 12-step type Christian-based Overcomers Program, the program most frequently requested by inmates in the Coconino County Jail. Within Arizona's prison system, there are several residential treatment programs, but little or no resources for aftercare once an inmate is released from institutional custody.

The continuous growth in population and expanding problems of crime and drug and alcohol abuse have created intensive pressure on the infrastructures for processing and adjudicating criminal offenders in Arizona, leaving very few resources available for any kind of extensive interdiction to treatment programs for incarcerated, adjudicated drug and alcohol impacted criminal offenders in Arizona's prisons and jails, or for pretrial treatment of drug offenders through Drug Courts.

- ***Information Systems and Technological Improvements***

Most elements of Arizona's criminal justice system acknowledge the very real need to improve the collection, reposit and retrieval of criminal justice records in the state. Various efforts to improve record keeping and data management systems have been implemented in recent years, resulting in definite improvements. Much remains to be done, particularly in automation of record keeping and access systems. Law enforcement agencies and prosecutors, especially in the rural counties of the State, need additional assistance to improve the production, storing, and transmission of criminal history record information.

IV.

PRIORITY AND PROGRAM RESPONSES

● ***Priority Issue One***

The Arizona Criminal Justice Commission is committed to the support of a state-wide, system-wide, enhanced drug, gang and violent crime control effort maintained by multi-agency, multi-jurisdictional drug, gang and violent crime control task forces in all 15 Arizona counties, and their tandem prosecution projects in 13 counties plus the state-wide prosecution effort of the office of the Arizona Attorney General.

From the initial development of the state enhanced enforcement strategy the Commission has monitored all available sources of drug, gang and related violent crime enforcement data (federal, state, local) to make determinations of the areas of greatest need. It logically follows that the properly identified greatest problem areas qualify in many respects as the areas of greatest need.

The criteria utilized by the Office of National Drug Control Policy in determining High Intensity Drug Trafficking Areas in 1990 is almost identical to the criteria utilized since 1987 by the Arizona Criminal Justice Commission to identify highest priority areas for enhanced drug enforcement funding. These criteria are:

- The extent to which the area is a major factor in illegal drug distribution or importation and secondarily a center for illegal drug production or manufacture.
- The extent to which drug related activities in the area have a harmful impact on other areas of the State and the country.
- The extent to which state and local law enforcement agencies have committed resources to respond to the drug trafficking problem in the area, thereby indicating a determination to respond aggressively to the problem.

Utilizing this criteria, the counties of Maricopa, Pima, Pinal, Cochise, Yuma, and Santa Cruz surfaced as the areas of greatest need for enforcement funding. Since the initiation of the enhanced drug enforcement strategy in 1988, county and municipal agencies in these jurisdictions have received over 60% of all drug control enhancement funds allocated and distributed by the Arizona Criminal Justice Commission.

One of the provisions of the Anti-Drug Abuse Act of 1988 which has had a significant impact in Arizona deals with High Intensity Drug Trafficking Areas (HIDTA). Section 1005 of the Act authorized the Director of the Office of National Drug Control Policy (ONDCP) to

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designate areas of the United States as HIDTAs based on several criteria, including the extent to which:

- the area is a center of illegal drug production, manufacturing, importation, or distribution;
- state and local law enforcement agencies have committed resources to fight drugs;
- drug related activities in the area are having a harmful impact on other areas of the country;
- an increased allocation of Federal resources is necessary to respond adequately.

In the 1990 National Drug Control Strategy ONDCP designated five areas of the United States as HIDTAs. Four of these areas, New York, Miami, Houston, and Los Angeles, were urban areas, with the fifth being the entire Southwest border between Mexico and the U.S. The Southwest Border HIDTA (SWB HIDTA) consisted of 35 designated counties in the States of Texas, New Mexico, Arizona, and California. The Arizona counties designated as a part of the SWB HIDTA were Cochise, Santa Cruz, Pima, Yuma, Pinal, and Maricopa. In declaring the nearly 2,000 miles of border as a HIDTA, the strategy stated, in part:

"The Southwest border is a principal corridor for moving drugs - especially marijuana, heroin, and cocaine - into the United States. Not only is Mexico itself a chief source of the marijuana and heroin consumed in the United States, it is also a transit country for these drugs and for cocaine smuggled from South America." Since that time, methamphetamine and the chemicals used in its manufacture have also become part of this list.

Along with the designation of the HIDTAs came additional Federal resources for support of drug enforcement efforts in the Arizona HIDTA counties. The state has received State and Local HIDTA funding for the past eight years.

These grant awards were made to Arizona HIDTA agencies through the Arizona HIDTA Executive Committee according to annual allocation plans which had been approved by the Operation Alliance Joint Command Group, and other cognizant Federal agencies.

The Arizona FFY2000 HIDTA strategy concentrates on efforts undertaken by the HIDTA Task Forces in Arizona to ensure that those trafficking organizations identified in the Threat Assessment are attacked at every level (smuggling, transportation stash houses, and money laundering) in order to disrupt and dismantle as many of them as possible. Efforts by the County Task Forces will also be made to identify other major trafficking organizations that

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are operating within their area of jurisdiction. A centralized HIDTA intelligence center and other intelligence support initiatives will track progress, quantify and document emerging trends and identify trafficking organizations for future targeting.

The number and variety of **Multi-jurisdictional Multi-agency Drug Enforcement Task Forces** funded with Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant funds must be summarized to provide a comprehensive picture of current efforts on drug, gang and violent crime control in Arizona. Two Drug Enforcement Administration State/Local Task Forces (Phoenix and Tucson) have existed for several years and target middle to upper level drug traffickers. A substantial portion of the manpower of these two units is contributed by the Arizona Department of Public Safety and supervision is shared. Both task forces also include municipal police investigators and one includes deputy sheriffs. These two task forces have established very credible success records.

The U.S. Customs Service and the Arizona Department of Public Safety, have combined forces in an Air Smuggling Intelligence and Interdiction Unit. D.E.A. and the U.S. Border Patrol also participate in this activity. A number of these same agencies participate in a Special Interagency Asset Forfeiture Unit based in Phoenix.

Four formal drug task forces were developed in Arizona in 1987 that include federal, state, county and local officers. They have established themselves as high impact entities in their geographical areas of operation. These task forces are: the Border Alliance Group in Cochise County on the Arizona - Republic of Mexico border; the Southwest Border Alliance in Yuma County on the Arizona-Republic of Mexico border; the Northern Arizona Metro Task Force in Coconino County in the north central part of the state; and the MAGNET Task Force in Mohave County in the Northwestern part of the state. The two Alliance task forces target drug smuggling activities and border area local drug operations. The Metro task force is directed at drug trafficking groups and retail level distribution in the northern part of the State.

In July, 1999 the Arizona Criminal Justice Commission allocated grant funds (federal and state) to sixteen (16) drug task forces in the state. At the same time the Arizona Criminal Justice Commission allocated grant funds to 13 county attorneys, 1 city attorney and the Arizona Attorney General's Office for enhanced prosecution in concert with the enhanced drug, gang and violent crime investigations task forces.

The objectives of these task forces vary from an airport interdiction unit to border operations, street level sales, immobilization of organized trafficking groups, and anti-gang violence. The objectives of the task forces were determined by the leaders of the participating agencies/departments involved, and approved by the Arizona Criminal Justice Commission as supporting the statewide strategy.

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As Arizona focuses on both supply and demand and criminal street gang and violent crime reduction, these task forces will aggressively address crime problems consistent with program guidelines and the needs of this state. With a wider, more comprehensive approach that includes prevention, community policing components and a regional, multi-jurisdiction, multi-agency structure, coupled with innovative, service delivery level development of specialized strategies and tactics, many of these problems are being effectively addressed.

Program accomplishments as outlined in the FY 1999 Enhanced Drug and Gang Enforcement Report, apprehension project activities resulted in the arrest of 3,348 drug offense violators, and removal of 132,721 pounds of marijuana, a 132% increase over FY 98; 4,856 pounds of cocaine, and 108% increase over FY 98; and 163.96 pounds of methamphetamine. Drug traffickers's non-drug assets with a gross estimated value of \$10,016,834 were seized in this 12 month period.

Current combined efforts of federal, state, county and local law enforcement agencies in Arizona address drug trafficking problems at all levels, from street sales to highly organized international groups. Many of these current efforts were organized and implemented in 1988. Others were initiated in 1987 and enhanced in 1988. This continuing sustained effort has had a significant impact on drug trafficking in Arizona.

Federal agencies active in drug enforcement and investigations include the Drug Enforcement Administration, the U.S. Customs Service, the Immigration and Naturalization Service Border Patrol, the Federal Bureau of Investigations, the U.S. Department of Treasury, Alcohol, Tobacco and Firearms Unit, the U.S. Forest Service, the National Park Service, and the United States Attorney's Office. The Arizona Department of Public Safety has statewide authority for drug investigations and a dedicated narcotics division. All 15 county sheriffs' departments had officers dedicated full time to drug investigations during 1999. As a result of grant funded Multi-jurisdictional Multi-agency task force formation, 48 other police departments had at least one officer assigned full time to drug investigations.

The numerous interagency and multi-agency investigative and enforcement task forces operating in Arizona are a major enhancement to individual agency or department efforts. Varying in size and number of agencies involved, and in function or objective, all participants support the task force concept, and believe it promotes achievement of two definite objectives: 1) enhancement of interagency cooperation, and 2) achievement of a much broader scope of coverage at an affordable cost. In addition, certain task forces combine specialty functions from different agencies into a unified effort, achieving a higher impact operation. In June, 1994 the Arizona State Legislature appropriated over \$5 million to develop and implement a state-wide Gang Intelligence and Team Enforcement Mission (GITEM) project based on this task force concept.

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These changes and enhancements substantially impacted the increasing resource commitment within the state from 1988 through 1999. One pivotal change was the commitment by all federal agencies to participation in diverse drug task forces involving various agency combinations and objectives. Each federal agency carried out its own statutory and policy mandates but also supported and participated in a number of task forces involving state, county and local investigators. Cross designation policies were also implemented between federal agencies to provide selected agents with a broader range of investigative and enforcement authority. Every state task force either has direct participation by one or more federal agencies, or has a coordinating contact within these agencies.

The Arizona Department of Public Safety has provided a very positive participation in, and support to, numerous task forces throughout the state, while at the same time carrying out its own agency mandates in drug enforcement. Most county sheriff departments did not have full time drug investigators assigned prior to 1988 because of small department size and budget limitations. Task forces initiated or enhanced with drug grant funds, gave these departments the opportunity for direct participation in drug, gang and violent crime control efforts. The same positive task force influence affected many small municipal departments in the state.

The city police departments in the two largest metropolitan areas have dedicated drug investigation units. The two largest departments in these areas also participated actively in interagency and task force operations, and have developed an expanded philosophy of community policing.

The operational cooperation between federal, state, county and local drug, gang and violent crime enforcement entities in Arizona is very real and a credit to all the departments involved. The cooperation is a true manifestation of contemporary law enforcement professionalism and a recognition by all of the necessity to combine forces against severe challenges to law and order and people's rights to be safe, secure and unafraid in their homes, neighborhoods and communities.

The U. S. Department of Treasury, Alcohol, Tobacco & Firearms, implemented Project Achilles in 1990, which targets armed narcotics traffickers for prosecution under federal statutes that impose severe penalties. The project agents work closely with the D.E.A. Multi-agency Task Force, the Phoenix Police Gang Task Force and also operate independently to develop and pursue their own cases. This project was the beginning of Operation "Trigger Lock" which is now recognized and used nation wide.

Arizona statewide heroin, cannabis and methamphetamine/amphetamine seizures have increased. Heroin seizures increased 500% from 1997, cocaine seizures increased 278% from 1997, cannabis seizures increased 118% from 1997, and methamphetamine seizures increased 112% from 1997.

**ARIZONA DRUG SEIZURES
1994 - 1998**

	HEROIN	COCAINE	CANNABIS	METH/AMPH
	(Kilo)	(Kilo)	(Pounds)	(Kilo)
CY 1994	4	50,845	209,764	84
CY 1995	25	22,512	932,163	203
CY 1996	13	10,615	139,352	276
CY 1997	12	13,889	230,328	156
CY 1998	72	52,531	501,842	330

Source: Arizona Criminal Justice Commission Multi-Jurisdictional Task Forces, Arizona HIDTA
CY = Calendar Year

The activity of Arizona's task forces has experienced a continued growth in drug related offenses, arrests and successful prosecutions. Convictions for these offenses have gone up since the program began. However, drug traffickers have changed their tactics and strategies to reduce their exposure to seizures, and limit their losses through making more frequent but much smaller shipments, using a variety of routes and methods.

One example of these changes is the practice of arranging with criminal street gangs in border communities such as Nogales, Arizona to transport drugs across the international border in backpacks or hidden compartments of cars driven through ports of entry. This increased gang activity results in competition between various gangs, and in turn creates a high potential for increased violence.

Drug, gang and violent crime case prosecutions accomplished by the tandem ***Prosecution Components of Arizona's Multi-jurisdictional Multi-agency Task Forces*** funded by the Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant funds is carried out by four groups: the U.S. Attorney, the Arizona Attorney General, the County Attorneys, and some Municipal Prosecutors. The U.S. Attorney prosecutes violators of federal drug laws and pursues asset forfeiture actions related to federal drug violations. The Arizona Attorney General is more involved in civil forfeiture and money laundering cases resulting from drug cases than in criminal prosecution of drug violators. The county attorneys prosecute violations of state drug laws and pursue asset forfeiture actions related to drug violations. City prosecutors in some municipalities are involved in drug prosecutions at the

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misdeemeanor level as a result of county attorney declination policies or decisions, and in asset forfeiture actions in Phoenix and Tucson.

As a result of the numerous interagency drug investigative task force operations many prosecutors are involved in jurisdiction decisions (federal and/or state) early in the investigations. These needs have generated an enhanced cooperative atmosphere in many respects. The Arizona Attorney General's Financial Remedies Unit is active in inter-jurisdictional asset forfeiture actions and supplies assistance and training to federal prosecutors, county attorneys and law enforcement agencies in Arizona and nationally.

Prior to 1987 only two county attorneys in Arizona had deputies assigned/dedicated full time to drug case prosecutions. As a result of the 1987 development of a State-wide Drug Enforcement Strategy and the allocation of special funds (federal drug grants and State Drug and Gang Enforcement Account) by the Criminal Justice Commission, thirteen (13) of the fifteen (15) county attorneys in Arizona had at least one full-time drug prosecutor in 1999. In the metropolitan areas the Maricopa County Attorney was awarded a grant sufficient to dedicate seventeen (17) deputy county attorneys, two (2) investigators and nine (9) full time support staff to drug prosecutions; the Pima County Attorney was awarded a grant to dedicate five (5) deputy county attorneys and nine (9) full time support staff to drug prosecutions. In a functionally related project the Tucson City Attorney (located in Pima County) was provided funding to dedicate four (4) deputy city attorneys full time and four (4) support staff to drug prosecutions. In the smaller, or rural, counties the full time drug, gang and violent crime prosecutor is a deputy county attorney funded by the Commission to work in tandem with funded interagency task forces in those counties.

The increase in drug control efforts in Arizona from 1987 to 1999 is quite measurable in the prosecution component. In 1999 there were fifty-three (53) full time drug prosecutors in the state at the county attorney or city attorney levels. In 1999, there were five (5) full time attorneys and two (2) part time and six (6) full time investigators dedicated to asset forfeiture activities, where in 1987 there were none. All of these current effort entities are funded by grants allocated by the Arizona Criminal Justice Commission in a balanced component approach under the State-wide Drug, Gang and Violent Crime Control Strategy. Without the Edward Byrne Formula Grant program support, many of these positions would not exist.

Program accomplishments outlined in the FY 1999 Enhanced Drug and Gang Enforcement Report, show a continued aggressive drug prosecution effort in the State. During FY 99, 12,116 drug violators were convicted in the State, a 30.5% increase over FY 98; 67.34% of these were felony convictions. Prison sentences were received by 1,744 of these convicted drug violators; 4,182 received jail sentences; and 5,309 were placed on probation.

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In 1988 a coalition of all law enforcement agencies in Maricopa County was formally established, with an Executive Committee, under the Maricopa County Demand Reduction Program, to focus enforcement efforts against public use of illicit drugs. The program provides for diversion from prosecution for adult arrestees who agree to participate in, and pay for their treatment through, a Treatment Assessment Screening Center (TASC).

The Maricopa County Attorney's Office's Narcotic Bureau, with support from drug grant assistance funding, processes all diversion and prosecution of these cases. During CY 1998, 1,668 first time felony drug offenders were diverted to treatment programs in Arizona.

ARIZONA DRUG CONVICTIONS

1994 - 1998

	CY 1994	CY 1995	CY 1996	CY 1997	CY 1998
Drug Possession	3,623	4,673	4,953	5,925	7,712
Drug Sales	3,240	3,186	3,497	2,829	3,147

Source: Arizona Criminal Justice Commission
CY = Calendar Year

Arizona has some of the strongest drug asset forfeiture laws in the nation and has identified asset forfeiture as one of the most promising tools available for curtailing drug traffic in the state. The Attorney General's Office established a special unit to provide prosecutors and investigative agencies with forfeiture-related legal, property management, asset-tracing, and support service.

As Arizona continues its support of the National Drug Abuse and Violent Crime Control Strategy, it is equally important to continue to provide enhanced funding support to the prosecution and adjudication of criminal offenders.

● *Priority Issue Two*

The Arizona Criminal Justice Commission is committed to the support of strong functioning information systems, which provide timely, accurate, complete, functional criminal history and criminal justice records, available to all criminal justice agencies.

The Commission administers the Edward Byrne Memorial State and Local Assistance Drug Control and Systems Improvement formula grant program in Arizona. The Commission is mandated under state law A.R.S. 41-2405A.2, to facilitate information and data exchange among criminal justice agencies. To do this effectively and efficiently automated systems within the State must be integrated. Integration of the systems will be a priority in the Criminal Justice Records Improvement Plan for the next three years.

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The Crime Control Act of 1990 requires each state receiving Federal Drug Control and Systems Improvement Formula Grant funds to allocate at least 5 percent of its total grant award for the Criminal Justice Records Improvement Program (CJRIP). This applies to FY 1992 and subsequent formula grant awards.

Arizona has used the CJRIP funds for the purchase of livescan fingerprint units and records management systems for law enforcement agencies. Funds have been used for automation of prosecutor's offices and to improve other criminal justice records systems within the state. The State has leveraged the use of the CJRIP funds with National Criminal History Improvement Program (NCHIP) funds, the Arizona Sex Offender Registration (ASOR) funds, and the State Identification System (SIS) funds.

The State's Criminal Justice Records Improvement Plan for year 2000 is being submitted to the Bureau of Justice Assistance for review and approval. Three year goals of the Criminal Justice Records Improvement Plan will be to:

- Facilitate efforts of local, county, and State criminal justice agencies with integration of automated criminal justice systems. Establish a pilot project and replicate it through subsequent counties of the state until all counties are integrated.
- Continue working to establish technology standards at the local, county, state and Federal level to assist in the integration of automated criminal justice systems.
- Further enhance Arizona's abilities to obtain fingerprints through electronic devices, which assign the Process Control Number (PCN) for tracking the charges through the system until final disposition is received at the Central State Repository. Provide the resources for every agency to comply with the statute requiring the use of the PCN.
- Establish policy, that requires the true identification of a person who is arrested and incarcerated within two hours of being incarcerated.
- Establish an interface between the Department of Corrections and the Central State Repository, that provides "real time" notification upon the release of an inmate from a correctional facility.

Arizona has improved the "information infrastructure" within the last three years through CJRIP grant leveraged by other grant funding sources. Priority for the next three years will be to integrate the information systems that constitute the "infrastructure" that has been established thus enhance the quality of data even further.

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● *Priority Issue Three*

The Arizona Criminal Justice Commission is committed to supporting components of the state-wide, system-wide, enhanced drug, gang and violent crime control efforts required to ensure the system remains balanced throughout. This includes support for forensic laboratories, drug, gang and violent offender detention, and court adjudication for those so accused.

Forensic Laboratories support for drug prosecution in Arizona is provided by laboratories operated by the Department of Public Safety and the Phoenix and Tucson Police Departments. The majority of the forensic work is done in the three regional State laboratories. Each of these facilities has a users' committee consisting of representatives of the departments served by that laboratory. Enhancements to these projects are now totally funded from state monies. They are no longer eligible for federal formula grant assistance.

The enhanced drug enforcement program provided for one criminalist dedicated full-time to drug analysis in the Phoenix and Tucson Police Department labs, and 7 criminalist at the DPS lab during 1999. These enhancements allowed these labs to provide timely support to enhanced investigation and prosecution efforts in the state.

With the increased focus on criminal street gangs and violent crime, the forensics components for DNA testing and firearms identification have become much more active; however, the drug evidence analyses component remains a top priority due to the increased number and complexity of drug evidence analyses.

Enhanced **Adjudication** has been provided to the superior courts. The Superior Court consists of 136 judges sitting in 15 counties. A total of 37,506 criminal cases were filed in FY 1997, an increase of 12.3% over the 33,388 cases filed in 1996.

The comprehensive 1987 state drug legislation and the increased apprehension and prosecution of drug, gang and violent crime offenders under the enhanced drug enforcement program were projected to have a direct impact on this already burdened criminal justice system entity. The Arizona Drug, Gang & Violent Crime Control Strategy was developed as a system-wide enhancement, and the adjudication program has been provided with funds to enhance the courts' and related services' ability to handle the increased activity. The enhancements have provided for additional Superior Court Divisions, increased probation services, public defenders, and other related needs.

Case activity data from the court related programs reflects the impact of the aggressive drug, gang and violent crime apprehension and prosecution activities. The judicial services enhancement program continues to be a vital component of the multiyear state strategy. Enhancements to these projects are now totally funded from state monies. They are no longer eligible for federal formula grant assistance.

Enhanced drug, gang and violent crime **Detention** grant assistance has been continuously provided to two county sheriff departments from 1988 through 1999. Eligibility for federal funding assistance has expired for these projects and are now funded entirely with state monies. Detention efforts are a much needed part of the state's balanced, system-wide enhancement strategy.

ARIZONA DRUG SENTENCES

1994 - 1998

	CY 1994	CY 1995	CY 1996	CY 1997	CY 1998
Prison Sentence	1,706	1,887	1,878	1,183	1,651
Jail Sentence	2,537	2,675	2,134	2,473	3,489

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Non-Incarcerated	4,776	5,883	4,847	5,075	6,029
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Source: Arizona Criminal Justice Commission
CY = Calendar Year

The Arizona Criminal Justice Commission coordinates with the Arizona Drug and Gang Policy Council in the development of state-wide ***Substance Abuse Prevention and Treatment*** programs and projects. Although these programs are not funded through the Commission, they are an integral part of a system-wide, comprehensive approach to drug, gang and violent crime problems.

In FY 1998, Arizona's substance abuse prevention and treatment services were provided by a network of 594 prevention programs and 230 treatment programs.

Prevention and treatment services received \$87.5 million in funding from federal, state, and local sources. Prevention services received 53% and treatment services received 53% of these funds. Additional direct federal funding to communities totaled \$3.2 million, \$2.7 million was expended on treatment programs and \$538,911 million was expended on prevention programs.

In FY1998, 128,240 Arizonans received treatment for substance abuse problems, with youth reflecting 58% (74,761) of clients and adults reflecting 42% (53,479) of clients. Males in treatment outnumber females 3 to 1, a ratio which reflects the national average.

In FY 1998, the Arizona Department of Corrections offered substance abuse treatment for approximately 2,034 inmates at the correctional treatment units and prisons throughout Arizona.

The new Marana Community Correctional Treatment Facility, is Arizona's first privatized state prison. Four hundred fifty male and female minimum custody inmates in need of drug and alcohol treatment are housed there. Treatment services commenced in October 1994, delivered by Turning Point of Central California, Inc.. The program is structured with 14 weeks of intensive therapy, followed by a regiment of life skill development. Overall, the program is six months in length.

The Washington, D.C. based Institute for a Drug-Free Workplace has rated Arizona as the state having the nation's best drug-testing laws. The states were rated on the basis of their statutory laws on job applicant and employee drug testing, including encouragement of responsible and fair testing practices and procedures, balance of employer and employee rights and interests, legal protection provided to employers who do drug tests, etc. These laws serve as a major component of a state-wide substance abuse prevention and deterrence program for working people and their employers.

In November, 1993 Arizona Governor Fife Symington released his office's plan to combat urban violence, gangs and juvenile crime. This plan covers 4 major areas: 1) Prevention/Neighborhoods, 2) Corrections, 3) Guns, and 4) Criminal Justice. This plan has become an integral part of Arizona's Drug, Gang and Violent Crime Control Strategy. The plan took into account the complexity and seriousness of the problem of crime in Arizona. It responds to the state's most immediate urgent needs and also offers realistic and thoughtful solutions to long-term problems.

In July, 1994 the ***Gang Intelligence Team Enforcement Mission (GITEM)*** program was established. The GITEM program is an adaptation of the multi-agency, multi-jurisdictional drug enforcement task force concept, with the added dimension of taking officers from other agencies, and assigning them to the GITEM from 30 days to one year to learn and practice criminal street gang enforcement strategies and tactics.

GITEM Unit officers wear clearly marked uniforms and send in assessment teams to evaluate the scope and extent of reported gang problems, and help the requesting agency,

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which remains in charge, develop and implement effective enforcement activities, including zero tolerance, and intense enforcement of all laws within gang infested areas.

Several drug task forces in Arizona have examined problems of youth violence and developed a modern, up to date interagency gang intelligence system in conjunction with the Arizona Department of Public Safety. This will eventually become part of a state-wide criminal justice records system that is a critical component of all programs established to deal with crime. Future formula grant funding will support the continuation of this effort.

● **Priority Issue Four**

The Arizona Criminal Justice Commission is committed to limited support of the Drug Abuse Resistance Education (D.A.R.E.) and Gang Resistance Education and Training (G.R.E.A.T.) programs for local law enforcement, through funding for enhancements to existing programs in schools within those areas identified as having the greatest needs.

D.A.R.E. Drug Abuse Resistance Education was introduced in Arizona in 1986 by eleven certified officers. Today over 200 Arizona law enforcement officers have been trained and certified to deliver the curriculum to elementary school students. The Arizona D.A.R.E. program has assumed a leadership role. As one of five Regional Training Centers, Arizona's D.A.R.E. program provides technical assistance with training and program development for the states of Colorado, New Mexico, Texas, Oklahoma, Kansas, Nebraska, South Dakota, Alaska and American Samoa, and our own state of Arizona. The D.A.R.E. program for schools includes 80 hours of police officer and teacher training and a semester-long 17 week curriculum complete with classroom teaching aids. The program also includes 6th grade pre-program testing. There are separate presentations for kindergarten through fifth grade students, special workshops for parents and teachers. Program evaluations have shown that D.A.R.E. works. The program teaches students how to say no to drugs, contributes to improved study habits, grades, decreased vandalism and gang activity.

The **Gang Resistance Education and Training (G.R.E.A.T.)** program began in 1991 when representatives for Alcohol, Firearms and Tobacco (A.T.F.) contacted various law enforcement agencies in the Phoenix area; the goal being to design and implement a gang resistance program. The program quickly gained attention and has become a national model. Supported by the A.T.F. and the Federal Law Enforcement Training Center over 980 officers representing over 446 agencies and 44 states have been trained to implement the program. Funding for the school based program and the national training efforts comes directly from Federal funds.

The mission of the G.R.E.A.T. program is to provide a wide range of structured activities and classroom instructions for school-aged children that results in a sense of competency and personal empowerment needed to avoid involvement in gangs. The G.R.E.A.T. program is a prevention program which calls for a combined effort to reduce gang involvement and the increasing violence permeating communities. G.R.E.A.T.'s philosophy is to help youth become responsible members of their communities by setting goals, resisting the pressure to join gangs, learning about how to resolve conflict without violence. The ultimate goal of this program is to reduce gang involvement, thereby reducing violent behavior among the nations youth.

The Arizona Department of Education and the Arizona Attorney General's Office implemented a **Drug Free School Zones Program** in September, 1991 to guarantee a safe environment on and around the school campus. This is being accomplished through enhanced enforcement and prosecution of drug, weapon and other criminal laws; the use of drug and gang awareness programs and cooperation between law enforcement, schools, prosecutors, parents and the community.

The Arizona Statute mandating the posting of signs to identify areas around schools as Drug Free School Zones went into effect in July, 1992. Arizona law provides severe penalties for persons convicted of possessing or selling drugs within 1,000 feet of a school campus.

V.

EVALUATION PLAN FOR BYRNE FUNDED PROGRAMS

Progress in drug, gang and violent crime control efforts and ultimate success in the overall comprehensive anti-drug anti-violence campaign rely initially on determinations of what is productive and what is not. The gang, drug abuse and violent crime problems in the United States and in Arizona are the result of many factors evolving over many years. Individual supply reduction or demand reduction projects are very unlikely to show any short term measurable impact on the overall problem. As the National Drug Control Strategy points out, a long term commitment to research is necessary in areas such as criminal justice, law enforcement and drug interdiction.

Within the larger framework of a comprehensive, multi-faceted national strategy are area, or program strategies, and the projects that implement the strategies. These programs and projects are subject to evaluation. The evaluations are carefully designed and appropriately limited to the subject matter addressed by the project or program. These evaluations must first address the necessity of the activity and whether it fits into, supports, and complements the larger more comprehensive strategy. This must be viewed laterally as well as vertically. The Arizona Drug, Gang and Violent Crime Control Strategy also fits into and supports the National Drug Control Strategy (vertical) and fits into and complements the overall Arizona anti-drug abuse, gang and violent crime control effort (lateral).

The known recognized drug trafficking and abuse problems in Arizona have required an enhanced, sustained drug enforcement program as a major component of the overall anti-drug effort. Evaluation of the Drug, Gang and Violent Crime Control Strategy has been partially accomplished by a determination that it was necessary and that it fits into, supports, and complements the larger overall State effort and the national strategy. It can be partially credited for the achievement of, or held partially accountable for a lack of achievement of, the realistic long range and short term goals. The Drug Use in Arizona Surveys of High School, Colleges, and the Public conducted by the Arizona Criminal Justice Commission provide a few of the benchmark statistical indicators for Arizona; other statistical/assessment factors monitored by the Commission provide the remaining benchmark statistical indicators. Most of these measurement factors (including the survey) were initiated in 1988. A few were initiated in 1989. As these data are collected, a determination is made as to whether or not progress toward the objectives and goals is being achieved.

Within the Arizona Drug, Gang and Violent Crime Control Strategy an evaluation must be made of the funded programs and the projects implementing the programs. These evaluations are necessarily process and productivity evaluations because the individual projects or the single facet programs are only part of the larger wholes and cannot be held singularly responsible for drug

abuse or violent crime levels in any given area. The Commission has established a continuous process evaluation of the funded projects to assure compliance with the strategy and the desired cohesive balanced statewide program. Required project activity reports are continuously monitored and enable the Commission to evaluate productivity of the projects and the programs. On-site visits and liaison with all other elements of the criminal justice system combined with system-wide data collection enhance the ability to make appropriate and responsible evaluations of the programs and projects.

The following considerations currently make up the evaluation factors for the programs and projects currently funded under the Arizona Drug, Gang and Violent Crime Control Strategy. Additional factors will be added or deleted as the refinement of the evaluation process continues.

Apprehension (Multi-jurisdictional, Multi-agency) Program

1. The individual project statement of goals, objectives, and tactical activities.
2. An analysis of arrests made including number and type (possession, sale, transports, violent offense, etc.) by drug category.
3. An analysis of seizures made including number, size, and type (drugs, assets, vehicles, etc.).
4. An analysis of productivity (arrests, seizures) compared to grant amount for costs/performance ratios.
5. A comparison of the total and type of productivity with the project statement of goals and objectives.
6. A comparison of productivity cost/performance ratios with other task forces by arrest and seizures categories.
7. Any other documented items of special considerations such as productive assistance to other drug and gang task forces or agencies on successful cases.
8. Project's demonstrated ability to provide required reports in a timely thorough manner and to meet all other obligations of the grant contract.
9. A staff assessment of the project's accomplishments and effectiveness related to the statewide drug, gang and violent crime strategy priorities and goals.

Prosecution (Multi-jurisdictional, Multi-agency) Program

1. The individual project statement of goals, objectives, and proposed activities.

2. An analysis of number of prosecution opportunities, charges filed, declinations and dismissals by drug type.
3. An analysis of case dispositions by plea, jury, court, acquittals, dismissals, etc. and by drug type.
4. An analysis of sentences recorded resulting from dispositions.
5. An analysis of forfeiture activity including number of seizures reported and forfeitures completed by asset type.
6. An analysis of disposition (by type) compared to grant amount for cost/performance ratios.
7. A comparison of the total and type of productivity with the project statement of goals and objectives.
8. Project's demonstrated ability to provide required reports in a timely thorough manner and to meet all other obligations of the grant contract.
9. A staff assessment of the project's accomplishments and effectiveness related to the statewide drug, gang and violent crime strategy priorities and goals.

D.A.R.E.-Drug Abuse Resistance Education Program

1. The individual project statement of goals, objective and proposed activities.
2. On-site review of the program process.
3. Analysis of monthly reporting data.
4. A staff assessment of the project's activity related to the statewide drug, gang and violent crime strategy priorities and goals.

Criminal Justice Records Improvement (CJRIP) Program

1. The individual project statement of goals, objectives and proposed activities.
2. On-site review of program progress.
3. A staff assessment of the project's activity in its relationship to the statewide criminal history records improvement project.

Projects funded totally from state monies are monitored and evaluated under the same processes and standards applied to projects receiving formula grant funds.

Detention (Federal & State Funded)

1. The individual project statement of goals, objectives and proposed activities.
2. The amount of the grant.

Forensic Analysis (State Funded)

1. The individual project statement of goals, objectives and proposed activities.
2. The amount of the grant.
3. An analysis of the data reported.
4. A comparison of the total and type of productivity with the project's statement of goals, objectives and proposed activity.
5. Project's demonstrated ability to provide required reports in a timely and thorough manner and to meet all other obligations of the grant contract.
6. A staff assessment of the project's accomplishments and effectiveness related to the State-wide drug, gang and violent crime strategy priorities and goals.

Adjudication (State Funded)

1. The program statement of goals, objectives and proposed activities. Program was submitted as a package of projects.
2. The amount of the grant.
3. The individual project goals and objectives.
4. An analysis of the data reported.

5. Program's (and projects within) ability to provide required reports in a timely manner and to meet all other obligations of the grant contract.
6. A staff assessment of the project's accomplishments and effectiveness related to the statewide drug, gang and violent crime strategy priorities and goals.
4. A comparison of the total activity reported with the project's statement of goals, objectives and activity.
5. Project's demonstrated ability to provide required reports in a timely and thorough manner and to meet all other obligations of the grant contract.
6. A staff assessment of the project's activity related to the State-wide drug strategy priorities and goals.

